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ABSTRACT

Among 17 conclusions and recommendations of a study on current policies and procedures related to campus safety at Florida institutions of higher education are the following: (1) there is a need for an expanded definition or additional category of crime for recording incidents involving students, either as victims or perpetrators, that occur in locations adjacent to the campus grounds; (2) a single representative statewide organization is needed to represent the security needs and concerns of the state's public and independent colleges and universities; (3) statewide minimum standards should be established for the employment and training of campus security officers; (4) all postsecondary institutions should establish a communications process to enable administrators to inform members of the campus community about security policies and procedures and to receive feedback; and (5) to increase the likelihood of student cooperation, campus administrators should involve students in decisions that affect their safety and security. After a discussion of postsecondary campus security from a national perspective, specifics of campus security in Florida are examined (e.g., residence hall security, campus crime statistics, sanctions for illegal drug use). Appended are a campus security questionnaire, a paper on achieving reasonable campus security, and a checklist for campus security. Contains 10 references. (DB)

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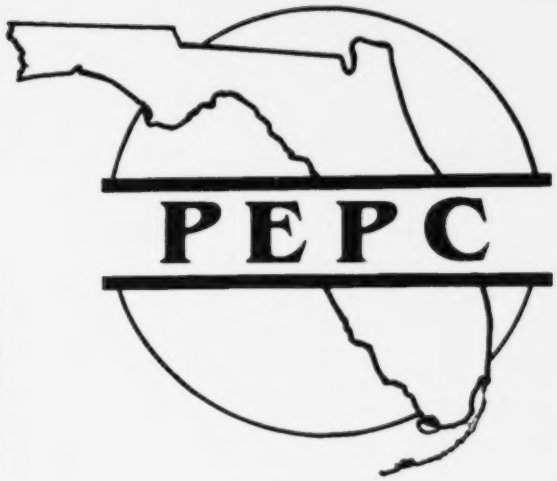

POSTSECONDARY CAMPUS SECURITY

HE 023 556

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Report and Recommendations of the Postsecondary Education Planning Commission

1990 - Report 6

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POSTSECONDARY EDUCATION PLANNING COMMISSION

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Dr. William B. Proctor, Executive Director

The Postsecondary Education Planning Commission, initially created by executive order in 1980 and subsequently given statutory authority, serves as an advisory body to the State Board of Education on all postsecondary education matters. The Commission is composed of 11 members of the general public and one full-time student registered at a postsecondary education institution in Florida. Members are appointed by the Governor with the approval of three members of the State Board of Education and subject to confirmation by the Senate.

The major responsibility of the Commission is preparing and updating every five years a master plan for postsecondary education. The enabling legislation directed that the Plan "shall include consideration of the promotion of quality, fundamental educational goals, programmatic access, needs for remedial education, regional and state economic development, demographic patterns, student demand for programs, needs of particular subgroups of the population, implementation of innovative educational techniques and technology, and the requirements of the labor market. The capacity of existing programs, in both public and independent institutions, to respond to identified needs shall be evaluated and a plan shall be developed to respond efficiently to unmet needs."

Other responsibilities include recommending to the State Board of Education program contracts with independent institutions; advising the State Board regarding the need for and location of new programs, branch campuses and centers of public postsecondary education institutions; reviewing public postsecondary education budget requests for compliance with the State Master Plan; recommending to the Commissioner of Education proposals for support through the Postsecondary Cooperation Trust Fund; and periodically evaluating the State's 28 regional coordinating councils for vocational education, adult general education and community instructional services.

Further information about the Commission, its publications, meetings and other activities may be obtained from the Commission office, 210 Collins Building, Department of Education, Tallahassee, Florida, 32399-0400; telephone (904) 488-7894.

POSTSECONDARY EDUCATION PLANNING COMMISSION

POSTSECONDARY CAMPUS SECURITY

Prepared in Response to Specific Appropriation 587
of the
1989 General Appropriations Act
Chapter 89-253, Laws of Florida

1990 - Report 6

March 15, 1990

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EXECUTIVE SUMMARY

In proviso language accompanying Specific Appropriation 587 of the 1989 General Appropriations Act, the Legislature directed the Postsecondary Education Planning Commission to "study the issue of postsecondary campus security on a statewide basis. The study shall analyze crime statistics and other information compiled by the Florida Department of Law Enforcement as well as individual sectors governing and licensing boards for postsecondary institutions, examine current policies and procedures related to campus safety, and recommend any modifications to current policy and practice deemed appropriate. A report and recommendations shall be submitted to the State Board of Education and the Legislature on or about March 31, 1990."

To direct this study, the Commission Chairman appointed a Planning Committee consisting of Commission members Alan Fickett, Chairman, Ralph Hogges, Robert Mautz, Thomas McGehee and Carolyn Wilson to study the issue of postsecondary campus security and submit a report to the full Commission. In addition to information that was received from the Board of Regents, Division of Community Colleges, Board of Independent Colleges and Universities, Florida Department of Law Enforcement and State Licensing Boards, testimony was received at six public hearings held between September 1989 and March 1990 from representatives of the State University System Inter-institution Police Directors Committee (SUSIPDC) and the Florida Association of Campus Safety and Security Administrators (FACSSA).

The Commission also contracted with Michael Clay Smith and Jerry Hudson who were asked to develop a background report on campus security at colleges and universities in Florida, and conduct site visits to a number of public and private institutions in Florida. To further examine campus security in Florida, the Commission conducted a survey of all postsecondary institutions on issues that address current institutional security policies and procedures. As a result of the Commission's investigation and review, recommendations are made on postsecondary campus security at the following levels: state postsecondary data systems, police services and training, institution administration and student life.

During the past decade, college campuses throughout the nation have increasingly been the site of personal and violent crime. The increased reporting of campus crime and violence in the media has raised concerns among parents, campus administrators and lawmakers about the safety of our college and university campuses. Prior to application and enrollment, parents and students as consumers of education services are asking questions of specific institutions that relate to the types and frequency of campus crimes as well as security policies and measures that exist on the campus. There is now an expectation, and often a demand for assurances, that an institution will provide a secure and safe campus environment. Institutions have an obligation to make available accurate and comprehensive information on campus crime statistics, security policies and specific areas of caution on campus.

Responding to these concerns, the 1989 Legislature enacted the Florida Postsecondary Education Security Information Act that requires public universities and nonpublic colleges and universities to prepare an annual report of campus crime for submission to their respective governing or

licensing boards. In addition, the president of each institution is required to conduct an annual assessment of campus safety including recommendations for improvement. While the state reporting process may need modification and the utilization of the data has yet to be determined, the Commission believes that the mandate that requires the reporting of campus crime data will result in significant positive results. In this regard, the Commission urges all community colleges to compile and analyze criminal incidents that occur on their campus. The data can be useful in determining the level of security measures and services needed on each campus, although a need remains for the ability to record criminal incidents involving students that occur in locations adjacent to campus grounds.

In the area of police services and training, the Commission received testimony that, although the state's community colleges are prohibited by law from empowering a sworn police force, the authority to employ sworn police officers may be warranted due to the size and location of certain college campuses in the State. The Commission supports such legislation on a permissive basis. There is also a need for minimum employment and training standards for non-police security officers who are employed by community colleges and independent institutions, as these personnel now can be employed with no professional training and are not subject to screening for a prior criminal record.

The Commission received considerable testimony regarding the shortage of security personnel on many of the state's campuses, as the amount of security staffing and services typically has lagged behind physical plant and enrollment expansion. While the establishment of minimum staffing levels may not be possible due to the distinctiveness of the state's campuses, the review of this issue by the Florida Department of Law Enforcement (FDLE) as well as institutional administrators and security representatives is recommended by the Commission.

Responding to the extremely diverse student clientele on many of Florida's campuses, a number of institutions have added precautionary measures in their admissions process that enable them to record a criminal/judicial record of an applicant for admissions. The potential liability of the institution for campus crime warrants an administrative procedure to review such information. The risk of liability, however, can be reduced through any procedure or program that anticipates, monitors or prevents a potential breach of security. An annual campus security review is crucial to this process, as well as an understanding of the legal parameters for campus security that have been established by the judiciary.

In the area of student life, the Commission recognizes the need for strict campus security policies, particularly on residential campuses, and firm codes of conduct that are well-publicized and consistently enforced. Residence hall breaches of security are, at times, caused by student apathy and irresponsibility. To be effective, institutions should involve students directly in planning, coordinating and carrying out security policies and procedures as well as crime prevention programs. The Commission also supports statewide activities that can provide reinforcement to and publicity for successful crime prevention programs at the state's institutions.

The Commission endorsed the following recommendations based on their review of statewide issues of postsecondary campus security:

Recommendations:

1. **The Department of Education in consultation with police/security representatives of the state's public and independent postsecondary institutions should determine the need for an expanded definition or additional category of crime that will enable the State to record criminal incidents involving students, either as victims or perpetrators, that occur in locations adjacent to the campus grounds.**

2. **The state's public and independent colleges and universities should present their security needs and concerns to the state's administrators and policymakers through a single, representative statewide organization.** The State University System Inter-institution Police Directors Committee (SUSIPDC) and the Florida Association of Campus Safety and Security Administrators (FACSSA) should work together to assure this collaborative approach.

3. **Following the compilation of the initial reporting year (1989) campus crime data, the Board of Regents and the State Board of Independent Colleges and Universities should solicit feedback on the process from their institutions to determine if modifications are needed in the reporting procedures.** The State University System Inter-institution Police Directors Committee (SUSIPDC) and the Florida Association of Campus Safety and Security Administrators (FACSSA) should participate in this review process.

4. **Every community college should have an established procedure to record criminal incidents that occur on its campus(es).**

5. **Florida postsecondary institutions should publish for dissemination to all members of the campus community accurate and comprehensive information on campus crime statistics, security staff, enforcement policies, and specific areas of caution on campus.** Such official publications should be specific in the explanation of safety precautions and preventive security measures, clear in the possible consequences of lack of compliance, and should include procedures for summoning aid in the event of a security emergency.

6. **Florida postsecondary institutions should comply with the Federal and State Family Educational Rights and Privacy Acts.** The laws allow for disclosure in cases where there is a health or safety emergency.

7. **The Florida Legislature should provide authority to community college district boards of trustees permitting them to employ**

professionally-trained, sworn police officers with authority to conduct criminal investigations.

8. **The Florida Department of Law Enforcement (FDLE) and campus police and security representatives of the state's postsecondary institutions should establish statewide minimum standards for the employment and training of campus security officers for Florida community colleges and independent institutions that do not utilize sworn police officers.** The standards should be coordinated with the training that is provided for sworn police.

9. **The need for statewide minimum staffing levels for campus security coverage should be reviewed by campus police/security representatives of the state's public and independent postsecondary institutions.** The Florida Department of Law Enforcement (FDLE), as well as the SUSIPDC and FACSSA, should be involved in this process. In the review, the following factors should be considered: institution size and location, the frequency and type of crimes reported on and adjacent to campus, and the availability of police services in the area. Planning methods should also be developed that take into account increased security needs when physical facilities and campus programs are expanded.

10. **All postsecondary institutions should establish a communications process that enables administrators to inform all members of the campus community about security policies, procedures and precautions, and to receive feedback on these efforts.**

11. **The admissions process at the state's postsecondary institutions should include procedures that require applicants for admission to reveal their criminal/judicial record.** Every institution should have an administrative procedure to review this information. Such procedures should also be a part of the institution's employment application process for faculty and staff positions.

12. **Every Florida postsecondary institution should conduct a comprehensive security analysis of its campus environment to evaluate security procedures and programs, identify concerns and recommend enhancements.** Such a risk analysis should occur annually, and should include student involvement, as well as participation from faculty and all levels of staff. A follow-up mechanism should be established to ensure continuing action on items identified.

13. **Florida postsecondary institutions should provide to their administrators, faculty and student affairs staff regular briefings on current issues of and legal guidelines for campus security.**

14. **Every postsecondary institution that provides residential living should establish and consistently enforce sanctions for violators of all residence hall security policies, with clear prohibitions against the propping open or tampering of locked doors.** Notice that such behavior is a serious disciplinary offense should be published in student handbooks and orientation materials, distributed to all campus residents, and posted prominently by all doors. Violators should be strictly disciplined according to the established procedures.

15. **State postsecondary institutions should review their student conduct codes and disciplinary procedures to confirm that they sufficiently support state criminal laws on their campus and provide for a safe campus environment.** The codes and procedures should be well-publicized, consistently followed, and should be reviewed annually by campus security personnel, student affairs staff and student leadership.

16. **To increase the likelihood of student cooperation in campus security policies and procedures, campus administrators should provide students with opportunities for involvement in decisions that affect their safety and security.** Institutions should involve students directly in planning, coordinating and carrying out campus security audits, education/awareness and crime prevention programs. Students can be recruited from student and residential government associations, academic organizations, interest clubs, Greek organizations and student volunteers.

17. **Campus police/security representatives of the state's public and independent postsecondary institutions should conduct a review of existing crime prevention and safety awareness programs at the state's campuses to identify programs that are particularly effective.** The recognition of such a review can lead to institution resource sharing, cooperative program efforts and the development of competitive grant awards. The annual meeting of FACSSA would provide an excellent opportunity for recognition of exemplary programs.

I. INTRODUCTION

In proviso language accompanying Specific Appropriation 587 of the 1989 General Appropriations Act, the Legislature directed the Postsecondary Education Planning Commission to:

> "study the issue of postsecondary campus security on a statewide basis. The study shall analyze crime statistics and other information compiled by the Florida Department of Law Enforcement as well as individual sectors governing and licensing boards for postsecondary institutions, examine current policies and procedures related to campus safety, and recommend any modifications to current policy and practice deemed appropriate. A report and recommendations shall be submitted to the State Board of Education and the Legislature on or about March 31, 1990."

The proviso also specifies that the exact date on which the report will be completed is contingent upon timely receipt of the data required in Chapter 89-142, L.F. Specifically, the Florida Postsecondary Education Security Information Act (Chapter 89-142, Laws of Florida) was enacted by the 1989 Legislature, and requires public universities and nonpublic colleges and universities to prepare an annual report of campus crime for submission to their respective governing or licensing boards. The reports are to include crime statistics for the most recent three year period and be updated annually. In addition, the president of each postsecondary institution covered under the law shall conduct an annual assessment of campus safety including recommendations for improvement. The results of these assessments are to be submitted to the respective boards by January 1 of each year, conveyed by the boards to the Commissioner of Education who is then to convey this information to the Legislature no later than March 1.

To direct this study, the Commission Chairman appointed a Planning Committee consisting of Commission members Alan Fickett, Chairman, Ralph Hogges, Robert Mautz, Thomas McGehee and Carolyn Wilson to study the issue of postsecondary campus security and submit a report to the full Commission. In addition to information that was received from the Board of Regents, Division of Community Colleges, Board of Independent Colleges and Universities, Florida Department of Law Enforcement and State Licensing Boards, testimony was received at six public hearings held between September 1989 and March 1990 from institutional security personnel and from representatives of the State University System Inter-institution Police Directors Committee and the Florida Association of Campus Safety and Security Administrators (FACSSA).

Campus crime includes such wide-ranging offenses as murder, rape, fraud in student aid programs, grade tampering and vandalism. To establish reasonable parameters given the limited time and resources to conduct the study, however, the Commission's report focuses on violent crimes committed against persons (murder, rape, robbery, and aggravated assault).

To facilitate the legislative charge, the Commission contracted with Michael Clay Smith and Jerry Hudson, who have done extensive research on the issues of campus crime and security. Dr. Smith, author of **Coping With Crime On Campus** and several other books on the topic, is the university legal counsel at the

University of Southern Mississippi where he holds a joint appointment as associate professor in Criminal Justice and in Educational Leadership and Research. Mr. Hudson is a former Director of Public Safety at the University of North Carolina at Charlotte. The consultants were asked to develop a background report on campus security at colleges and universities in Florida, and conduct site visits to a number of public and private institutions in Florida in preparation for their report to the Commission.

The Commission examined the condition of campus crime from a national perspective, including a review of programs that postsecondary institutions and several national organizations have developed to increase security and to prevent campus crime. To examine campus security in Florida, the Commission conducted a survey of all postsecondary institutions on issues that address current institutional security policies and procedures. Through the survey process, preventive programs and strategies at the institution level that enhance campus security have been identified. The results of the survey are analyzed in Chapter III.

As a result of the Commission's investigation and review, issues are identified and recommendations are made on postsecondary campus security at the following levels: state postsecondary data systems, police services and training, institution administration, and student life.

II. POSTSECONDARY CAMPUS SECURITY: A NATIONAL PERSPECTIVE

During the past decade, college campuses throughout the nation have increasingly been the site of personal and violent crime. Although traditionally viewed as sanctuaries of peaceful learning and reflection, contemporary college campuses mirror our communities and urban areas in terms of the potential for criminal activity and violent injury.

National media increasingly contain reports that confirm that violent crimes continue to occur at postsecondary institutions. The increased reporting of campus crime and violence in the media has raised concerns among parents, campus administrators, and lawmakers about the safety and security of our college and university campuses. Questions are now being raised by state lawmakers and institution administrators that relate to what types of crimes are perpetrated, with what frequency do they occur, and what responsibility do colleges and universities have to prevent crime. More importantly, prior to application and enrollment, parents and students, as consumers of education services, are asking these pointed questions to <u>specific</u> institutions. There is now an expectation, and often a demand for assurances, that an institution will provide a safe, secure campus environment.

Nationally, Congressman William F. Goodling has introduced in the House of Representatives a bill to create the "Crime Awareness and Campus Security Act of 1989." Goodling's bill is designed to increase the safety of the students, employees and visitors of our nation's college and university campuses. It is based on a recently enacted Pennsylvania law that attempts to ensure that students and employees of educational institutions are aware of crimes committed on campus and to increase awareness of campus security policies and procedures designed to increase their safety.

In his remarks before Congress, Goodling voiced concern over the alarming rise in serious crime on our campuses and cited data that showed that currently less than four percent of our institutions of higher education voluntarily provide crime statistics through the F.B.I.'s Uniform Crime Reports. Specifically, the bill calls for mandatory reporting of campus crime statistics on an annual basis for all institutions that participate in federal student assistance programs. The annual campus report will be made available to all students, employees and applicants for enrollment and their parents.

<u>The Campus As A Reflection of Society</u>

Higher education historians write that there were isolated incidents of violent crimes committed against persons in America's first colleges and universities. Occasionally, a student riot would lead to the injury or death of a student, professor, or townsperson. However, the nature of student turmoil and violence on the early, religiously-affiliated campuses was not widespread and student misconduct was handled internally by college or university officials.

If students were guilty of misconduct, the institution had the authority to deal with the student under its own policies or regulations. The relationship between students and their college or university was anchored in a common law practice known as **in loco parentis**. Under **in loco parentis**, college

authorities were responsible for guiding the intellectual as well as the moral development of students by acting in the stead of parents and in the best interest of the student. According to Michael Clay Smith in **Coping with Crime on Campus**, "student conduct that might constitute a criminal offense in the outside world was handled internally, often by the dean of students who fashioned remedies as he saw fit and was himself the court of last resort" (p. 5). The doctrine of **in loco parentis** enabled colleges and universities to police themselves and severely limited the constitutional rights of students until after World War II.

The 1960s ushered in a new era of violence in American institutions of higher education. Crime and civil disobedience were sweeping the nation, and college campuses were not immune from this unrest. Smith writes that the civil rights movement and the Vietnam era "brought for the first time, widespread intentional law breaking and violence to the campuses...." (p. 8). The organized and collective violence of the 1960s and early 1970s caused great concern among governmental authorities. Cases of student misconduct and violence were turned over to the courts and adjudicated before judges instead of being handled by college deans. Smith writes in his book that the wave of campus unrest and violence did much to erode the doctrine of **in loco parentis** and the concept of "the campus as sanctuary, unfettered in governing its own affairs and unsullied by the world" (p. 10).

Today's college campus can no longer be viewed as a haven set aside for scholarly pursuits. College and university campuses are now places where the same crime and violence can occur as in the society-at-large. A director of public safety for a large urban university colorfully described the openness of college campuses in the April 10, 1988 edition of the New York Times Education Life Section:

> It's real difficult to lock up a university, so to speak. It's an atypical society. It's not like K-Mart that you can lock up at 9:00 at night and not expect anyone to be in there till 9:00 in the morning. It's a very, very live and vibrant environment that's very difficult to put an umbrella over.

Crimes reported recently in the media reveal the violent nature of the problem--a professor shot by a student, sorority members attacked by a gang of youths, and a female student sexually assaulted in a fraternity house. Such publicity has caused some to speculate that contemporary campus violence has its roots in alcohol abuse, sexual promiscuity, and a diverse student population. An examination of national statistics, however, will illuminate the problem and will bring to focus how little is known about violent campus crime in America.

Campus Crime Statistics

The Center for the Study and Prevention of Campus Violence at Towson State University has conducted an annual crime survey since 1985. The survey's most recent findings are for the 1987-88 academic year and were based upon the responses of student affairs administrators representing 368 colleges and universities from around the nation. The survey results indicate the following information regarding violent campus crime:

1. A total of 434 sexual assaults (excluding rapes) were reported with an average of 8 percent resulting in criminal prosecution and 29 percent in a university penalty;

2. A total of 205 rapes were reported with 34 percent of the rapes committed by acquaintances of the victims;

3. A total of 2,598 physical assaults were reported with an average of 12 percent resulting in criminal prosecution and 45 percent in a university penalty;

4. Six homicides were reported during the 1987-88 academic year with all six involving weapons, three involving the use of alcohol, two involving the use of drugs, and three perpetrated by non-students;

5. A total of 127 strong-arm robberies (27 involving the use of deadly weapons) were reported with 76 percent reported to police or security and 25 percent resulting in criminal prosecution;

6. A total of 174 incidents of racial violence were reported with 25 institutions seeing racial violence on the rise and a campus-wide problem; and,

7. A total of 366 incidents of hazing violence were reported with 5 percent resulting in criminal prosecution and 48 percent in a university penalty.

The Uniform Crime Reports compiled by the Federal Bureau of Investigation is another source of information describing campus crime in America. Data collected in Uniform Crime Reports during the mid-1980s indicated that between 2,000-2,500 crimes of personal violence (murder, manslaughter, forcible rape, forcible robbery, and aggravated assault) were committed annually on our nation's college and university campuses. However, approximately 400 institutions of higher education, or about 15 percent of the total number of colleges and universities in the United States, reported campus crime statistics to the FBI's Uniform Crime Reports. The limited number of schools participating in the Uniform Crime Reports program does not permit an accurate assessment of campus violence. According to Smith, between two and ten times as many criminal incidents occur than are reported in the Uniform Crime Reports.

Criminal statistics can also be misrepresented because of unclear boundaries and overlaps in the reporting system. For example, students may be counted in college enrollment figures as well as in the population statistics of the local community. As a result, students arrested off campus might be reported to the FBI's Uniform Crime Reports by the community police department, but the offense will not be included in the campus crime statistics. The opposite could also occur if both agencies report the incident and the crime is reported twice. Coordination between community and campus law enforcement agencies is necessary to clear up reporting problems of this nature.

Another reason why campus crime is not consistently reported to the FBI's Uniform Crime Reports has to do with how information is accounted for by the institution. Critics contend that some campus officials do not understand or simply ignore the serious nature of violent crime. According to Dorothy G. Seigel, executive director of the Center for the Study and Prevention of Campus Violence, a large number of campus decision-makers are not fully aware of the extent to which violence exists on their campuses.

For example, the results of the 1987-88 Towson study on campus crime revealed that 29 percent of the student personnel officers did not know if the number of sexual assaults on their campuses had increased during the previous year; 35 percent had no idea what percent of physical assaults had involved the use of drugs; and almost 20 percent could not say if anti-gay violence and anti-lesbian violence was a problem on their campuses. As a result, criminal behavior might mistakenly be treated as a student disciplinary problem and handled within an office of student discipline. It is the responsibility of campus administrators to know when student miscreant behavior should be handled through the criminal justice system versus an on-campus disciplinary proceeding. Decisive action is especially important when the behavior of students present an immediate threat to campus safety.

In **Coping with Crime on Campus**, Smith states that when criminal-type behaviors are not reported and acted upon either by the criminal justice system or the campus judicial process, several negative consequences can result (p. 27):

1. the loss of deterrent aspects of sanctions--both in providing an example for others that the conduct is not tolerated, and in limiting the ability of the offender to do it again;

2. the loss of rehabilitative services to the offender, who may be turned to a more productive course in life;

3. the loss of rehabilitative services to victims--emotional, physical, and economic;

4. the loss of data for rational campus planning in order to protect people and property and to ameliorate problems;

5. the loss of morale among campus constituencies when offenders are not punished and standards are not upheld; and,

6. ultimately, the potential creation of a civil liability.

Civil Liability

A central issue in campus security today is the determination of liability for individual acts of criminal or negligent activity by a third party for which an educational institution may or may not be held liable depending on the facts.

Courts have become more willing to hold institutions liable when a student is victimized by campus crime. Courts have recognized that a legal relationship

exists between a college student and an educational institution based on the residence contract and other written representations, as imposing an obligation upon the landlord (institution) to protect the resident (student).

Publicity surrounding lawsuits and higher insurance rates for colleges have made campus administrators more aware of the liability issue. For example, a $700 million lawsuit was filed against Clarkson University in New York over the 1986 raping and killing of a 19-year-old student, Katherine M. Hawelka. The parents of Ms. Hawelka argued that security guards on duty at the time of the crime acted in a negligent manner. The terms of the settlement reached between the victim's parents and Clarkson University were not disclosed. In another case, the parents of student Jeanne Ann Clery sued Lehigh University for $25 million over the rape and murder of their daughter. The Clerys brought suit against Lehigh University arguing that inadequate campus security in their daughter's residence hall led to their daughter's tragic death. The terms of the settlement between the Clerys and Lehigh University also were not disclosed.

In a review of campus crime lawsuits, Michael Clay Smith found that the courts have assessed four points of responsibility on the part of educational institutions. There is (a) a duty to be forthcoming about crime risks; (b) a duty to warn about crime risks; (c) a duty to provide the protection that is advertised; and (d) a duty to provide adequate security protection. Courts have viewed the institution as a landlord, an entity that may be held liable for negligence if there is <u>foreseeability</u> connected to the act. If crime is prevalent on or adjacent to campus, the institution could be subject to civil suits for its liability if it fails to publicize or take reasonable action to increase security and provide other protective measures. Evidence of prior crimes on or near campus may be enough to establish foreseeability. In this regard, there is a need for a communication process between the local, municipal police agency and the campus police/security department to ensure that both agencies are aware of all relevant crime information.

Smith states in his book that "campus decision-makers are at risk unless they act firmly to ensure that a bad situation is not made worse by failure of the institution to take reasonable steps to protect its students and employees from the ravages of crime" (p. 81). He elaborates:

> ...the foreseeability doctrine has thus become firmly implanted in American college and university law. In its essence, it casts upon the institution the duty of protecting those whom it invites onto its campuses and into its programs from the dangers that the institution could have foreseen, either because of a history of crime or because of the dangerousness of persons involved...(p. 86).

The "foreseeable" doctrine has also been upheld in the courts of Florida. Smith writes that Florida judges have ruled "where colleges, universities, and even high schools are on notice of prior crime to the extent that they should foresee danger, a duty will rest upon them to take reasonable precautions to protect the students, and they will be liable if they do not" (p. 85).

When the injury to person or property was not foreseeable, however, or where it occurred despite adequate protective care, institutions have won

crime-based liability suits brought against them. The key points continue to be adequate warning of foreseeable crime risks and the assurance that adequate protection from criminal activity is provided.

In their deliberations, courts examine the reasonableness of an institution's response to potential crime. Appropriate actions include the following:

1. Media publication of criminal activity and suggested preventive measures;

2. Intensified police or security patrols;

3. Increased security control of susceptible locations or facilities;

4. Increased crime prevention activities including security risk analyses and expanded educational/awareness efforts;

5. Increased physical security measures such as improved lighting or more effective locks and security procedures.

Educational institutions, particularly campuses with residential facilities, have a responsibility to provide a secure living environment, and by issuing official publications that outline discipline and security policies, it is implying a contract to provide minimal security. Providing a secure living environment is a basic obligation of an educational institution that the courts examine very seriously.

Responses to Campus Crime

Violent crime on college campuses is being addressed on at least three fronts. First, legislation has been adopted at the state level and is being proposed at the federal level to combat the problem of campus crime. Most of the legislation requires that colleges and universities keep complete and ongoing records regarding campus crime and that they also provide data on campus crime statistics and security measures to prospective students and their parents.

Public Law 1982, Chapter 223, enacted in New Jersey mandated the Chancellor of Higher Education to promulgate rules and regulations to monitor the incidence of violence and hazing in institutions of higher education and to establish a uniform record-keeping system on such offenses. Although this law expired in 1985, New Jersey's State colleges and universities voluntarily report crime statistics and document progress made to alleviate violent crime and hazing. Since 1988, new legislation addressing the problem of campus crime has been reintroduced in the New Jersey Legislature.

In 1987, Pennsylvania passed one of the first laws in the United States requiring colleges and universities to disclose crimes and security information to prospective students. The legislation is very specific in its requirements. For example, institutions are to provide specific security information regarding standard features used to secure doors and windows in student housing, policies regarding access to institutional facilities and programs by students, employees, guests and other individuals, and policies on

housing assignments and requests by students for assignment changes. Failure of an institution to comply with the Act can result in a civil penalty not to exceed $10,000.

Similarly, several states including Illinois, Missouri, and Tennessee have expressed an interest in the Pennsylvania legislation. As previously mentioned, the 1989 Florida Legislature passed the Florida Postsecondary Education Security Information Act (Chapter, 89-142) which requires public universities and nonpublic colleges and universities in Florida to report annually campus crime statistics and to provide an assessment of physical plant safety to the respective governing and licensing boards. Experts agree that similar laws will take effect in other states.

Another area where campus crime is being confronted is through national organizations with an interest in the safety and security of college constituents. Several professional groups have provided specific recommendations regarding the security of college campuses. The efforts of two organizations are included in this report. In 1985, the American Council on Education (ACE) published a resource document on campus security. The ACE document, **Achieving Reasonable Campus Security**, stresses the concept of working for an "equitable balance between an open environment where academic inquiry can thrive and a safe environment where inquirers can feel secure." The ACE publication states that administrative responsibility for security should be assigned specific campus officials, and enumerates five steps institutions can take to minimize violent crime: instructing the campus community about security procedures, giving careful attention to grounds maintenance and outdoor lighting, training student housing personnel in security measures, training campus security forces, and implementing campus law enforcement policies and procedures.

The National Association of Student Personnel Administrators (NASPA) is a membership organization for student personnel professionals. NASPA commissioned a national task group to examine issues of campus safety and security in 1988. The task group report focused on the collection of accurate campus crime data. Specifically, the task group urged all institutions of higher education to report any criminal activity to the FBI's Uniform Crime Reports because "no effective program of crime prevention or intervention can be designed or supplemented until the responsible persons are given a true picture of the criminal activity on their respective campuses." The task group also asked the FBI to consider developing a modified report form that would encourage institutions of higher education to provide information for the Uniform Crime Reports. Lastly, it was recommended that an active program of campus safety and security include the concepts of prevention, intervention, and enforcement. These three concepts are very similar to three security principles safety professionals have encouraged for years--engineering, education and enforcement.

Finally, pressures exerted from a variety of other sources have urged postsecondary institutions to limit liability by increasing campus security measures. The Clery family, whose daughter was murdered at Lehigh University, has alerted parents and students across the country to hold colleges and universities responsible for the safety of students. They have developed a

questionnaire that assists prospective college students and their parents in evaluating the safety of a college campus. In addition, the Clerys were involved in the introduction of Pennsylvania's campus security law.

In response to the Clery position, higher education officials state that crime is a part of society, and colleges and universities are a part of the same society where problems like crime will inevitably spill over. Campus administrators stress that an institution's responsibility is to provide personnel, equipment, and procedures to promote campus safety through prevention, education, and enforcement. However, many administrators believe that students sometimes shirk their responsibility in preventing campus crime. Students perceive themselves invulnerable and put themselves at risk when they walk alone at night or prop open residence hall exterior doors to let in friends. Successful crime prevention cannot take place if administrators, faculty and students fail to take responsibility in developing a healthy awareness of their environment and the risks that are present. This issue will be examined further in the next chapter when the Commission reviews current institutional policies and procedures regarding campus security at Florida's postsecondary institutions.

Postsecondary institutions are devoting more energy and resources than ever before to fight campus crime. Many institutions of higher education are committing funds to improve safety throughout campus buildings and grounds. Examples of campus projects include: alarm installation on residence hall entry doors, cardreaders on entry doors that read magnetic strips on student identification cards, emergency telephone installation, increased campus lighting, and the trimming of trees and shrubbery around campus buildings. Such crime prevention efforts are designed to improve campus security so that institutional, as well as individual, liability will be decreased.

Colleges and universities also sponsor a variety of safety awareness programs to prevent campus crime. Examples of campus programs include: crime watch programs, student escort services, rape prevention seminars, and alcohol awareness sessions. Many student personnel offices and campus safety offices sponsor alcohol awareness programs because excessive drinking is often linked to violent crime such as acquaintance rape. In a 1987 study conducted by a University of Arizona professor, it was estimated that as many as one in six female students are victims of rape or attempted rape. A majority of the assaults in that study were victims of acquaintance rape. Unfortunately, another survey found that over 90 percent of rape victims do not report assaults to the police. Victims refuse to report an assault to the police because of embarrassment, trauma, shame, an unwillingness to confront the assailant or the assailant's friends, and fear of reprisal from the assailant. Other victims are concerned that they will receive unsympathetic treatment from police and the courts or they are afraid that their past sexual conduct will be used against them during a criminal proceeding. Campus efforts to address this problem include publishing safety tips and security precautions, attending to the victim's needs, improving investigation procedures, and educating male students about acquaintance rape.

Hundreds of colleges and universities throughout the country are encouraging students to participate in crime prevention programs. As part of this study, a survey was sent to Florida postsecondary institutions asking appropriate

campus personnel what institutional programs and strategies have been particularly helpful in enhancing campus security. Survey results will be examined in the next chapter.

III. POSTSECONDARY CAMPUS SECURITY IN FLORIDA

Since the early 1970s, there has been a continuous current of serious incidents of personal and/or violent crime on the campuses of Florida's postsecondary institutions. In this regard, Florida certainly has added credence to the belief, and mounting evidence nationwide, that the prevalence and severity of violent crime is increasing on college campuses. As part of the Commission's study of campus security, a questionnaire was mailed to each postsecondary education institution in the State of Florida (Appendix A). The questionnaire was used to examine current institutional policies, procedures, programs, and strategies that pertain to campus security.

Survey Design

The questionnaire was mailed to all of Florida's colleges and universities during September, 1989. All nine state universities, all of the 28 community colleges, and 14 of 19 independent institutions completed the questionnaire. Several follow-up phone calls were made by staff to respondents to gain additional information on campus programs and policies. Respondents to the questionnaire included campus security professionals, student affairs professionals, business officers, facility managers, institutional research officers, and vice presidents. Two institutions reported that they convened staff from several different campus departments in order to complete the questionnaire.

Items used on the Commission's campus security questionnaire were adapted from the **College Security Questionnaire for Parents and Students** distributed by Security on Campus, Inc. of Byrn Mawr, Pennsylvania. Security on Campus, Inc. is a non-profit organization whose purpose is to assist parents and students in obtaining information about campus security measures applied by colleges and universities. Items used within the Commission's questionnaire briefly covered eight general campus security topics: security staffing, residence hall security, application information, campus crime reporting, sanctions for illegal drug use, current institutional security services and policies, effective institutional campus security programs and strategies, and suggestions for state-level campus security policies.

Responses to the questionnaire were categorized according to type of institution--state university, community college, and independent college or university. The responses to the items on the questionnaire are summarized in the following narrative.

Campus Security Staffing

Institutions were asked how security is handled on their respective campuses. The results indicated that all nine state universities are staffed with a state-certified, sworn police force. Each professional police force derives its authority from Section 240.268, F.S. which states that "each university is empowered and directed to provide for police officers" who are law enforcement officers of the State. Every campus police officer receives 520 hours of law enforcement training to perform a variety of duties. Some of the State authorized law enforcement duties include the power to arrest private citizens and the authority to undertake criminal investigations. In addition to a

professional police force, state universities also utilize a variety of other personnel to maintain security on campus. Housing professionals, residence hall security guards, non-sworn security officers, student patrollers, and police aides assist the campus police in several different crime prevention duties and programs.

On the other hand, community colleges are not authorized to employ a sworn campus police force. As a result, local community college boards use an array of alternative campus security measures. Student headcount was used as a controlling variable in order to review how community colleges staff for security needs. Thus, community colleges were divided into three different groups: small-sized community colleges with 1,000-4,999 students, medium-sized community colleges with 5,000-9,999 students, and large-sized community colleges with greater than 10,000 students. Headcount figures were provided by the community colleges for the 1989 fall semester.

Community colleges with a student headcount from 1,000 to 4,999 rely primarily on an in-house system of security officers to handle campus security needs. The number of security officers on each campus ranges between one and six. Some campuses have security coverage only at nights, on weekends, or during holidays with no mention of daytime security coverage. Two community colleges contract with a private security company for a single security officer. One community college permits the local municipal police force and sheriff's department to patrol the campus on a regular basis. Formal arrangements that permit local law enforcement officials to conduct regular patrols of the community college campuses were rarely reported.

Community colleges with a student headcount from 5,000-9,999 primarily staff their campuses with contracted private security guards. The private security guards provide 24-hour coverage of these medium-sized community colleges. Several of the respondents submitted copies of the specific duties that the private security guards are expected to perform. The primary duties of the private security guards include securing campus buildings, patrolling campus parking lots and pathways, and guarding campus assets. A few of the community colleges supplement the private security service with in-house security officers, student patrollers, and local law enforcement personnel.

Community colleges with a student headcount of greater than 10,000 report utilizing a variety of campus security staffing measures. These colleges responded that they utilize either exclusively a private security service, or exclusively an in-house security staff, or a combination of both staffing options. At one large institution, private security guards are assisted by local off-duty police. Most of the respondents for the large community colleges reported that security coverage is on a 24-hour basis.

Campus security at independent institutions mirrors the staffing options used by the large community colleges. Certain institutions employ their own in-house security officers while others rely on the contracted services offered by private security companies. Two independent institutions report using local law enforcement officers to provide security for their campuses. Students are also utilized at several institutions for security positions such as police aides, student patrollers, and student escorts.

Residence Hall Security

Over 42,000 students reside on the campuses of Florida's colleges and universities. Over 26,000 students live in state university housing, 297 in community college housing, and over 15,000 in independent college and university residence halls. The number of students living in residence halls at each institution ranges from 96 to 8,969. There were a series of seven items on the questionnaire which addressed policies related to security staffing, guest or visitation rules, door locking and door alarm mechanisms, and illegal drug use policies.

When asked if residence halls have security-trained personnel at entrances on a 24-hour basis, only one state university, no community colleges, and two independent institutions have such coverage. However, there were several reasons offered as to why security-trained personnel are not stationed at residence hall entrances on a 24-hour basis. Several institutions utilize paraprofessional housing staff (resident assistants) to monitor residence hall entrances during daytime and evening hours. Coverage at the residence hall entrances during the night hours (usually between 11 p.m. and 8 a.m.) is then provided by security-trained personnel. Other institutions report that it is not feasible to have 24-hour coverage in buildings which have multiple entrances. One institution reports that residence halls with multiple entrances usually have doors which are kept locked on a 24-hour basis and require a key to enter the building. Finally, another institution responded that although the entrance is not staffed with a security-trained person on a 24-hour basis, the residence hall buildings are patrolled on a 24-hour basis by both residence hall and security staff.

Question eight on the questionnaire specifically asked whether police or other security personnel enter the corridors of the residence halls. All nine state universities, two of the three community colleges with residence halls, and eight of 14 independent institutions responded affirmatively. Several institutions reported that routine rounds of the hallways are made by residence hall personnel. Some institutions permit routine patrols of the lobbies and common areas, however, only a few campuses permit security personnel to make routine patrols in the hallways of the residence halls.

When asked if a registration log is kept of nonresidents entering the residence halls, only one of nine state universities, one of three community colleges, and seven of 14 independent institutions have such a security measure. Several institutions responded that such a log would be impractical because of multiple entrances to the residence halls. Other institutions see no need for a registration log since access to student living areas is secured on a 24-hour basis.

Question nine asked if single sex residence halls are available to any students desiring them. A majority of the colleges and universities reported that they offered single sex residence halls as an alternative form of residential living. However, one respondent from an institution that did offer single sex residence halls replied that most students prefer to live in coeducational residence halls.

The questionnaire asked respondents whether all outside access residence hall doors locked automatically. Approximately 60 percent of the institutions report having outside access doors that automatically lock. However, when asked if the outside access doors have electronic alarms to warn of propped doors, only one institution reported such a security device. One respondent replied that electronic alarms on building outside access doors are impractical. This person stated further:

> Electronic alarm systems on access doors would not be feasible for residence halls at this institution. There are hundreds of access doors and no central location for the door systems to ring into that could provide a timely response to the alarm. Colleagues at other universities who have tried this security option report that when the alarms ring locally, students become annoyed and continually disable the systems.

As an alternative to an electronic alarm system on the outside access door, some institutions enforce a disciplinary sanction for anyone who props open any floor or building exit door.

Finally, respondents were asked if their residents could get another room if their roommate was using illegal drugs in the residence hall room. All but one institution report that this is possible. Most institutions indicate that a new roommate can be obtained within a 24-48 hour period. Several institutions reported further that verification of students using drugs in the residence halls will result in their removal from housing and possibly suspension or expulsion from the institution.

Admissions Information

Question 12 asked respondents if the institution's admissions application requested details about any prior felony convictions. Significant differences were found among the different types of institutions. All of the state universities require application information about prior felony convictions. At most of the institutions, this information is typically forwarded to the student affairs division where a decision is made either by a campus committee, judicial officer, or dean of students as to whether the applicant should be admitted. One university outlined the following process:

> The University's admissions application does ask the applicant about prior felony convictions. When such information is identified, the Admissions Office forwards this application to the Office for Student Judicial Affairs for review. This review includes an assessment of the incident in question and, if deemed necessary, the applicant is asked to provide documentation and information about the conviction and circumstances involved. Depending on the offense in question, a meeting may be scheduled with the applicant and a panel of university officials to determine whether or not the applicant should be admitted to the University. The panel may (1) admit the student, (2) deny the student's admission or (3) admit the applicant under specific conditions.

Conversely, only seven of 28 community colleges require that applicants divulge prior felony convictions on an admissions application. At one of the community colleges that requires criminal record information on the application, the application is forwarded to a private security firm for evaluation. Several other community colleges refer the application to student affairs personnel. The remaining institutions either file the application information away or refer the prospective student for counseling.

Independent colleges and universities usually refer the application to student affairs professionals. One institution requires applicants with prior felony convictions to demonstrate a minimum one-year period of adjustment before being allowed to enroll as a student.

Campus Crime Statistics

Chapter 89-142, Laws of Florida, requires that public universities and nonpublic colleges and universities prepare an annual report of campus crime statistics for submission to their respective governing or licensing board. The reports are to include crime statistics for the most recent three year period and to be updated annually. In the survey, each institution was asked if it maintained a system for recording crime statistics. All nine state universities, 17 of 28 community colleges, and 13 of 14 independent institutions currently maintain campus crime statistics.

When asked if the crime statistics are available to students and other interested persons, nearly every institution which maintains crime statistics reports that this information is available on request. However, relatively few institutions regularly publish crime statistics. Finally, respondents were asked if their crime statistics are consistent with the Uniform Crime Report (UCR) specifications. All state universities responded affirmatively while only four community colleges and six independent institutions use the UCR format for reporting crime statistics.

Sanctions for Illegal Drug Use

Colleges and universities employ a variety of sanctions for illegal drug use. The sanctions appear to be consistent across different types of institutions. Suspension, expulsion, and counseling were the sanctions most often listed across state universities, community colleges, and independent institutions. However, nearly all of the respondents failed to indicate which sanction was most frequently used on their campus. Other sanctions imposed for illegal drug use are community service, probation, removal from housing, warnings, fines, and arrest.

Institutional Services and Policies

Institutions were asked to provide what type of services were available after dark for students. Lighted parking areas and lighted pathways are furnished by nearly every institution surveyed. Student escort services are also utilized in most of the state universities and independent colleges and universities while only 12 of 28 community colleges provide some type of

student escort service for their students during night time hours. One university provided a description of their after dark student escort service called SNAP--Student Nighttime Auxiliary Patrol:

> SNAP is a campus nightly escort service. All of the employees with this service are currently enrolled students. They are radio-equipped and must wear picture identification in open view. Special training is provided by the police department and all activities are coordinated by a police officer. They provide both foot and vehicular campus escorts during night hours, seven nights weekly.

Institutions also provided a description of their emergency telephone systems. Several campuses have a system of strategically placed telephones called Blue Light Trails. These special telephones are identified by blue lights and are connected directly to campus police stations. The telephones provide a rapid means to contact police and no dialing or conversation is necessary. In addition, respondents also listed distinctive after-dark student services available to students on their campuses, such as campus transportation, police or security escorts, parking patrols, emergency phone systems, and a designated driver program.

Question 16 asked the institutions if they have campus-wide policies or procedures relating to alcohol/drug use, sexual assault, student medical withdrawal, or some other type of security related situation. Nearly every state university reports having a policy that covers these problem areas. However, community colleges and independent institutions report having fewer policies which address these specific issues. Several institutions forwarded detailed policy and procedure items such as student conduct code books, emergency procedure manuals, and campus security brochures.

Institutions were also encouraged to provide the Commission with a list and description of any programs or strategies which are particularly effective in enhancing campus security. The list of programs supplied by the institutions included drug/alcohol awareness programs, acquaintance rape discussions, race relation workshops, student escort services, campus lighting surveys, property identification programs, lighting inspections, walking patrols, auxiliary police programs, bicycle safety programs, crime watch programs, annual security inspections by a local law enforcement agency, and security officers with uniforms. Several institutions use a student/staff publication called "stall stories" that contains campus security information in a news format that is placed in campus restrooms. One institution entitled its newsletter the **Stall Street Journal.**

Finally, institutions were asked to provide any comments or suggestions to the Commission regarding campus security at the state level. Several state university respondents stated that state funds are needed to upgrade equipment and facilities, to increase security personnel, to enhance security training, and to raise the salaries of campus security personnel. There were also many who suggested that there be a system-wide coordinating body for campus police. Other comments and suggestions included developing minimum training standards for campus police, developing minimum security standards for new campus

construction, offering statewide campus crime prevention programs, expanding university jurisdictions, and consulting campus police when reviewing state statutes.

Community colleges also suggested earmarking state funds for increasing security staffing, improving security guard training, upgrading facilities and equipment, and increasing security officer salaries. Several community college respondents also suggested that additional funding is needed for improving campus lighting and collecting campus crime statistics. Five institutions recommended that community colleges be given state police authority to carry out arrests, to conduct criminal investigations, and to upgrade campus security on a 24-hour basis. Other comments and suggestions included providing minimum security guidelines for the new campus construction, providing minimum standards for security officer employment and training, reporting campus crime statistics consistent with the Uniform Crime Reports, and creating a statewide organization for campus security officers.

Independent colleges and universities provided fewer suggestions for state-level security policies. The comments for improving state-level policy among the independent institutions included the following: provide grant money for the collection of campus crime statistics; permit campus security officers to be state-certified police officers; require first aid kits in all security vehicles and security posts; and impose more severe trespassing penalties.

Summary

The campus security survey was conducted to examine security policies, procedures, programs, and strategies on college and university campuses in Florida. An analysis of the responses reveal a variety of approaches in maintaining campus security at the institutions. For example, campus security staffing patterns at state universities are different from community colleges and independent institutions because of statutory authorization. State universities are authorized by law to employ a state-certified police force while community colleges and independent colleges and universities are restricted to using in-house security officers and private security guards. There are significant differences in campus security staffing patterns among the community colleges. Some community colleges prefer using in-house security officers while other colleges contract with private agencies to provide security coverage.

The questionnaire responses indicate that residence hall security practices are generally consistent among the different types of colleges and universities. Most residence halls in the state have housing professionals and security-trained personnel to patrol the corridors of the residence halls on a regular basis. Security-trained personnel are also used on a limited basis at the entrances of residence halls. Registration logs for residence hall guests are sometimes kept at community colleges and at independent institutions while state universities rarely register guests. Most institutions report that their residence hall external doors lock automatically although a number of institutions do not have this type of hardware. Most of the institutions stated that electronic alarms on outside residence hall access doors are not feasible as security mechanisms to warn of

propped doors due to recurring vandalism by students. Students whose roommates are using illegal drugs can usually get a new room within a 24-48 hour period. Several institutions mentioned that verification of illegal drug use will result in removing guilty students from housing or suspending them from the institution.

Responses to the questionnaire indicated that state universities require application information regarding prior felony convictions, while community colleges and independent colleges and universities do not consistently ask for this information. Institutions that do request this application information usually refer the prospective student to a student affairs officer or campus committee to determine if the applicant should be admitted.

State universities and independent institutions are now required by law to maintain campus crime statistics. The questionnaire indicated that this is being done by all but one institution. Community colleges are not required to keep crime statistics, yet a majority of them do. Most of the campuses that maintain crime statistics provide them to interested parties on request, but only a few institutions publish the statistics. Every state university reports campus crime statistics consistent with the Uniform Crime Reports, while this is not done consistently among community colleges and independent institutions.

Colleges and universities report imposing several different sanctions for illegal drug use on campus including expulsion, suspension, and counseling. Most colleges and universities have policies and procedures concerning sexual assault, alcohol/drug use, student medical withdrawal, emergency procedures, contagious diseases, hazing, and sexual harassment. Institutions also provide a variety of services to students during night time operating hours including lighted parking, lighted pathways, student escorts, and emergency telephones.

The institutions were given an opportunity to list and to describe programs which are particularly effective in enhancing campus security. Some of the programs that were listed include drug/alcohol programs, acquaintance rape discussions, student escort services, property identification programs, stall stories, crime watch programs, and lighting inspections.

Finally, each respondent was asked to provide input regarding state-level campus security issues. State universities and community colleges frequently suggested that state funding be earmarked for increasing police and security staffing, for upgrading facilities and equipment, for providing more law enforcement and security training, and for raising security personnel salaries. Several requests were made to set minimum campus security standards and to coordinate crime prevention programs on a statewide basis. Responses from independent colleges and universities lacked consensus and ranged from imposing more severe trespassing penalties to requesting state funds for the collection of crime statistics.

The questionnaire results provide a broad overview of the current campus security policies and procedures at the State's colleges and universities.

IV. ISSUES AND RECOMMENDATIONS

Following a review of security policies and safety programs at Florida's colleges and universities, the Commission has determined that the state's postsecondary institutions recognize the potential for crime to occur on their campuses and are responding to this condition with prevention, intervention and enforcement.

Public testimony, the consultant's report and background research, however, have identified for the Commission several critical issues that must continue to be acted upon by Florida's postsecondary community. An ongoing commitment of energy, resources and strategies is needed to work to deter crime on our state's campuses. The Commission's recommendations are presented within the context of the issues and are not prioritized by order of recommended implementation.

Campus Crime Statistics And Reporting

As was reported, all colleges and universities in Florida are now required to prepare an annual report concerning campus crime for submission to their respective governing or licensing boards. The reports are to include crime statistics for the most recent three year period and be updated annually. In addition, the president of each institution covered under the law is required to conduct an annual assessment of campus safety including recommendations for improvement. While the public reporting of campus crime data remains controversial, public interest in this campus accountability portends an increasing trend toward full disclosure across the nation.

The hesitance of some campus administrators to disclose crime statistics is caused by many factors. If used to attempt to compare institutions, the data can be extremely misleading, as increased crime figures do not necessarily indicate increased crime. In the public arena, such an increase may simply reflect increased reporting due to heightened awareness and involvement on the part of the reporting community, or increased public confidence in the police agency, or more active record keeping and reporting by the agency. Improved police services, however, often result in increases in offense statistics. Accordingly, if college and university campuses increase their police protection and raise students' awareness levels, reported crime will increase. This is an important objective, however, and institutions should not be penalized as reported crimes increase, unless inordinate changes are observed without explanation.

There are unique factors on college campuses that further complicate comparisons. Because the national and state crime data collection agencies will receive information only from fully authorized police departments, those campuses that are served by private security agencies, non-police security guards, or police officers from adjoining municipalities or counties will appear to have fewer offenses, or no offenses at all, reported. Where police services on campus are provided only by police from neighboring jurisdictions, they typically do not have sufficient resources to dedicate to the documentation and investigation of reports of petty offenses that often occur on college campuses. On the other hand, most regular campus police departments do make full reports of all such activity. Accordingly, the

institution with its own police department can be expected to reflect a larger number of reported offenses, when the number of offenses at another institution without its own police may be as large or larger.

It is likewise difficult to compare campus crime rates to those of surrounding communities. If a campus has residence halls, the resident population will represent a far greater population density than would be found in a comparable square mile of non-campus urban area, although with semester and summer breaks the residential period on campus is typically not a full year. In addition, the environment of many campuses, particularly urban ones, is directly impacted by off-campus crime in neighborhoods adjacent to the campus. By definition, offenses that occur in these adjacent areas are not properly reported in campus crime statistics. On the other hand, especially when an institution regularly relies upon these areas for the housing of many of its students, ample warning to newly arrived or unwary students of risks and/or known dangers of an area is warranted. An examination of case law has revealed that educational institutions and their administrators now face legal liability if they fail to warn students of "foreseeable" crime risks. These liability risks compel full and open disclosure of campus and community crime and violence statistics.

During public testimony, a concern was raised about the parameters used in the state's campus security crime reporting procedures in that the definition used to identify a campus crime is too restrictive. The current definition of a campus crime is a criminal incident that occurs on any property owned or controlled by the institution. A significant amount of crime involving students on Florida's campuses occurs on the periphery of the campus grounds at fraternity houses, restaurants/night clubs, convenience stores, laundromats, and other nearby locations. Under present procedures, these crimes are not included in the data as campus crimes involving students. There is a need to modify the criteria in order to record these criminal incidents that involve students.

Recommendations:

1. **The Department of Education in consultation with police/security representatives of the state's public and independent postsecondary institutions should determine the need for an expanded definition or additional category of crime that will enable the State to record criminal incidents involving students, either as victims or perpetrators, that occur in locations adjacent to the campus grounds.**

While the Department of Education is responsible for the collection of campus crime statistics, a Board of Regents standing committee and a recently established organization can be of assistance in refining the data and taking other steps to enhance postsecondary campus security. The State University System Inter-institution Police Directors Committee (SUSIPDC) consists of representatives from all nine state universities. This group meets periodically to share information or discuss issues of mutual concern. The Florida Association of Campus Safety and Security Administrators (FACSSA) was organized this year to provide a forum for Florida's postsecondary campus security personnel to exchange ideas, address similar concerns and become

unified on issues that pertain to campus security in the State. In addition to being a state-level advocate for Florida's campus security directors, the Commission hopes that FACSSA will become an information and resource clearinghouse on safety and security issues for the state's postsecondary institutions. The Commission recognizes that the two representative groups originated at different times and for different purposes. However, the security needs and concerns of the state's postsecondary institutions can be best served through a single, statewide organization.

Recommendation:

2. **The state's public and independent colleges and universities should present their security needs and concerns to the state's administrators and policymakers through a single, representative statewide organization.** The State University System Inter-institution Police Directors Committee (SUSIPDC) and the Florida Association of Campus Safety and Security Administrators (FACSSA) should work together to assure this collaborative approach.

Another complicating factor is the definitions that are used for reporting crime data. In different places and situations, an attempted rape might be classified as an attempted rape, a sexual assault, a battery, or a simple assault. Likewise, institutions may follow different policies about what sorts of events will be reported; and events are occasionally considered only "administrative" matters, and not included in crime reports because formal police reports were not filed. Because comparisons are so often made, fairness and accuracy of the data using uniform definitions is crucial. At present, the Federal Bureau of Investigation's Uniform Crime Report (UCR) provides the best uniform taxonomy. This taxonomy is used for the state's reporting requirements.

Due to the significant diversity of the individual campuses in Florida, data comparison will be particularly problematic. Some campuses contain public thoroughfares, or host major athletic or recreational events that may result in offenses unrelated to campus life. Similarly, a commuter college with the same number of full-time students as a traditional residential institution might be expected to have very different campus crime statistics. Students typically are on the commuter campus only a few hours a week, while students at the residential institution live on the campus 24 hours per day and have money, jewelry, computers, stereos and other wealth with them in their residences as well as automobiles parked in campus lots. In terms of opportunity and risk, residential students have a far greater exposure to victimization.

Due to the sensitive nature of the data and the potential for misinterpretation, the state's campus crime reporting legislation will require careful monitoring. State policymakers, legislators and educators can be active supporters of the process by reviewing the individual campus data summaries, recognizing positive reports, safety initiatives and prevention programs, and investigating identified areas of concern. Ongoing involvement

is needed by the state-level boards to address any concerns that may contribute to a reluctance by institutions to participate in providing information.

Recommendations:

3. **Following the compilation of the initial reporting year (1989) campus crime data, the Board of Regents and the State Board of Independent Colleges and Universities should solicit feedback on the process from their institutions to determine if modifications are needed in the reporting procedures.** The State University System Inter-institution Police Directors Committee (SUSIPDC) and the Florida Association of Campus Safety and Security Administrators (FACSSA) should participate in this review process.

Knowing the identified concerns, the Commission believes that the mandate that requires the reporting of campus crime data will result in significant positive results. Key outcomes of this process will be: (1) the alerting of students to the types and frequency of campus crime and violence so that they may take adequate self-protective measures; (2) assuring that institution administrators become aware of the extent and nature of campus crime and violence (with the concomitant expectation that this will encourage a proactive stance toward the problem); (3) avoidance of liability for the institutions and their individual administrators in lawsuits brought by victims of campus crime based upon alleged failure of the institution to "warn" of foreseeable danger; and (4) the process may compel colleges to adopt more responsible student life policies.

In addition, the statistics do provide previously unavailable data about campus crime and the likelihood of being victimized. It is known that students of traditional college age are not unduly burdened by concerns of prudence and safety, and the awareness of their campus's crime statistics may add to the immediacy of crime risks and the need for caution.

The state's 28 community colleges were not included in the 1989 Florida Postsecondary Education Security Information Act that requires each institution to prepare an annual report of campus crime statistics for submission to their respective governing boards. Community colleges are primarily non-residential campuses that serve non-traditional students who come to campus only to take classes. The security needs of most of these campuses are considerably more elementary than those of large, residential campuses. The Commission received testimony, however, that there are community colleges in Florida that must address serious security issues due to their large enrollment, campus size and/or urban location.

While 17 of 28 community colleges are currently reporting campus crime statistics without legislative mandate, all community colleges need to compile and analyze criminal incidents that occur on their campuses. Campus administrators need to be aware of all criminal activity for management purposes, and disseminate this information to their students and employees. Such information can be useful in determining the level of security measures and services needed on each campus.

Recommendation:

4. **Every community college should have an established procedure to record criminal incidents that occur on its campus(es).**

During interviews at selected Florida campuses by the Commission's consultant team, students reported that they did not feel that they were made aware of campus crime statistics on a regular and timely basis. The students consistently felt that broader dissemination of such data would be helpful. At some Florida institutions, campus newspapers carried occasional stories of major, newsworthy crime events and annual compilations of campus crime statistics. Most institutions included some crime awareness material in freshman orientation (although one institution acknowledged that only about 10 percent of the students attended the security session). Several institutions reported utilizing "stall stories", a student/staff newsletter posted in campus restrooms, to publicize specific crime avoidance information.

Based on a review of relevant case law, including Bullock v. Board of Governors of the University of North Carolina (NCIC, 1989), Nieswand v. Cornell University (NDNY, 1988) and Peterson v. San Francisco Community College District (Cal. 1984), the failure to disseminate warning information to students about past crimes on campus may be construed by courts as a negligent failure to fulfill a primary institutional responsibility. Where there have been prior criminal acts, the foreseeability of other criminal acts is keenly scrutinized. The Commission's institutional survey revealed that most state institutions that maintain crime statistics provide the information upon request, but few institutions publish crime statistics. All institutions should ensure that all campus community members are adequately informed about security risks and precautions applicable to areas of the campus they may frequent.

Recommendation:

5. **Florida postsecondary institutions should publish for dissemination to all members of the campus community accurate and comprehensive information on campus crime statistics, security staff, enforcement policies, and specific areas of caution on campus.** Such official publications should be specific in the explanation of safety precautions and preventive security measures, clear in the possible consequences of lack of compliance, and shouldinclude procedures for summoning aid in the event of a security emergency.

Security information and data should be disseminated at the beginning of the year at an administrative activity or campus program where student attendance is mandatory. It may be appropriate to disseminate information that is tailored to the activities of specific sub-groups of the campus community, such as resident students, commuter students, night-shift employees, and the different levels of staff. The information guidelines should be written so as to be easily understood by students.

Public disclosure of campus crime statistics can be expected to function as a "quality control" activity to elevate campus security concerns with the campus administration. Campus interviews by the Commission's consultants revealed significant diversity regarding the compilation and recording of campus crime statistics. At one institution, statistics were gathered, but not reported anywhere except in one annual report to the president. At other institutions, regular summaries of incidents were furnished to selected administrators. At most institutions, the campus dean of students was informed of all security incidents that involved students. Data reporting requirements will place the onus on campus security staff and student affairs staff to ensure that accurate information about the extent and nature of campus crime and violence is conveyed regularly to the campus leadership.

Security personnel and student affairs administrators at several institutions visited, reported being hampered in their efforts by the Federal Family Educational Rights and Privacy Act, better known as the Buckley Amendment. This federal law was created (1) to allow a right of access to the student to his/her educational records, and (2) to provide to others a limited access to one's educational records. Under threat of losing federal funds, the law prohibits colleges and institutions from informing parents when their children are involved in college disciplinary violations. Likewise, the law limits campus authorities (including police) from sharing information about students with other police agencies. Officials at one institution admitted that their policy is simply to "ignore" the Buckley Amendment in such cases, and notify parents and share law enforcement information in cases deemed appropriate. Legal authorities have confirmed that prior consent for disclosure is not required for issues of personal or campus safety.

Recommendation:

6. **Florida postsecondary institutions should comply with the Federal and State Family Educational Rights and Privacy Acts.** The laws allow for disclosure in cases where there is a health or safety emergency.

Police Services and Training

Postsecondary campus security differs from the standard approach of traditional public police departments. While municipal police operations do exist to protect their communities, they tend to operate reactively, by arresting offenders and processing them through the criminal justice system. Because the jurisdiction serviced by campus police usually is quite limited and the institution is able to exercise some control over its students and employees, campus police forces can be more proactive and focus on prevention and protection.

At the same time, the increasing complexity of the campus environment and the diversity of student clientele, command skilled and professionally well-trained police services. Specifically, campus police personnel need the same training requirements, legal powers, and professional expectations as municipal police departments. They require skills in such security concerns as building and perimeter protection, access control, accident prevention and control, and emergency procedures and planning.

The Florida institutions visited by the Commission's consultants revealed a full range of police service delivery modes. One small campus had no regular security presence during the day, but utilized a part-time county officer who patrolled the campus at night and investigated out-of-ordinary incidents. Other institutions utilized police officers paid by the institution but who derived their legal authority from the police department in the local municipality. All state universities have their own fully-empowered police departments, augmented by various traffic officers and security guards.

Each public university professional police force derives its authority from Section 240.268, F.S. which states that "each university is empowered and directed to provide for officers" who are law enforcement officers of the State. State authorized law enforcement duties include the power to arrest private citizens and the authority to undertake criminal investigations. Other university personnel are utilized to maintain campus security, including residence hall security guards, housing staff, non-sworn security officers, student patrollers and police aides.

In contrast, the state's community colleges are prohibited by law from empowering a sworn campus police force. According to Section 240.3190, Florida Statutes:

> Each board to trustees is authorized to establish a policy for law enforcement operations. The law enforcement operations policy shall be restricted to the protection of employees, students and property of the community college. Criminal investigations are specifically prohibited under the paragraph. Each board of trustees is authorized to employ personnel to carry out the duties imposed by this paragraph.

As a result, local community college boards of trustees employ an array of alternative campus security measures. Small colleges rely primarily on an internal system of security staff or contract for security services with a private security company. Medium-sized colleges primarily contract for private security guards for their campus to secure buildings and patrol campus grounds. Large community colleges utilize either exclusively a private security service, or exclusively an in-house security staff, or a combination of both staffing options. At one large community college, private security guards are assisted by local off-duty police.

Community colleges in urban areas typically employ one of two types of arrangements with local police. Colleges often employ police officers certified by the State and under the authority of the local police department but paid by the college. Since these are technically college employees never assigned to departmental duty, most police agencies restrict their activities to traffic and misdemeanor arrests on the college campuses. Criminal investigations and other police duties are reserved for regular department personnel. The effect of this is to create a situation in which police officers are not authorized by college policy to exercise their full police powers. Colleges also can employ off-duty police officers under a contract with the local police department or as hourly off-duty employees under departmental approval and supervision. These arrangements usually prove

ineffective due to a lack of control to regulate the daily security needs of the campus. A continuity of coverage is difficult to achieve and preventive programs are difficult to establish.

Testimony from college security personnel confirms that the existing prohibitions against arrest and against the conduct of criminal investigations often exacerbates the ability to deal with persons committing campus crimes, pending the arrival of local police. Even the detention of such persons pending police arrival is often questioned by college administrators and security personnel. Further, when thefts occur on college property and suspects are identified, the line between an inquiry into the facts of the situation and the conduct of a criminal investigation is unclear.

District representatives from the International Association of Campus Law Enforcement Administrators (IACLEA) have confirmed that there is a national trend in states with community college systems, particularly populous states, to enact permissive legislation for community college empowerment. As an example, California has had community college empowerment legislation for six years. Currently, 22 of 72 community college districts, mostly urban ones, operate campuses with full police powers. Representatives indicated that in addition to a greater need for police manpower and services, there is a greater need for the proper amount of authority to control a campus. In addition, municipal forces, particularly urban ones, are overtaxed and cannot provide adequate services. These municipalities have often lent support to local colleges for the establishment of a full-time police force.

Given the significant differences in size and location of Florida's community colleges, it is recognized that a single approach to campus security is not appropriate. However, some colleges in the system have reached a point where police authority may be warranted. Legislation to provide permissive police authority for community colleges has been endorsed by the State Board of Community Colleges and was introduced but not enacted by the 1989 Florida Legislature. During the course of the Commission's examination of this area, questions were raised as to the legal liability for a college which determines that a fully empowered police force is unwarranted and not in its best interest, and then has a serious criminal incident on their campuses that involves an enrolled student. Based on the experience of the California system and testimony from several legal authorities, it is believed that legal liability will not increase for colleges who elect not to establish a sworn force. In such a legal review, the judiciary prior to a determination of institution liability will examine the facts and search for elements of foreseeability in the criminal incident, as well as actions of negligence by the institution and/or its employees.

Recommendation:

7. **The Florida Legislature should provide authority to community college district boards of trustees permitting them to employ professionally-trained, sworn police officers with authority to conduct criminal investigations.**

At this time, a recommendation for permissive authority for the state's independent institutions for sworn police powers is not warranted. Due to the

number and distinctiveness of independent institutions in the State, the Commission believes that, pending review of Legislative action and resulting activity in the community college sector, independent institutions should pursue empowerment on an individual basis.

A companion issue to the professionalization of police services is the provision of adequate standards for employment and training. University police, as sworn officers, must have completed the minimum amount of law enforcement training (520 hours) prior to being employed by the institution. Universities also conduct thorough state and federal criminal background checks on police applicants through an arrangement with the Florida Department of Law Enforcement (FDLE). In addition, university police must fulfill the mandatory continuing education requirements (40 hours every four years) for law enforcement officers in Florida.

In contrast, non-police security officers who are employed by community college and independent institutions typically are not subject to screening for a prior criminal record, and are not formally trained at law enforcement academies. Unarmed security guards can be employed by these institutions with no professional training, although unarmed guards routinely have eight hours of training. Requirements for an armed security guard are a minimum of 16 hours of range and classroom training by a licensed instructor. These guards also are not obligated to fulfill continuing education requirements.

Currently, there is no national accreditation body for college and university security departments. The Commission on the Accreditation of Law Enforcement Agencies establishes and reviews standards for the accreditation of police forces. The Commission's accreditation process includes a review of very restrictive standards and is very expensive. As a result, only a very few campus security forces have completed the process and received accreditation from this body.

In Florida, there is a system of licensure for security at the contract level, but not the proprietary level. As a result, there are a number of classes of security personnel in the State with little or no standards of employment. The Selective Traffic Enforcement Program (STEP) in Florida may serve as an alternative level of training for certain community colleges and independent institutions' security personnel. The FDLE-approved paraprofessional training consists of a 200 hour course conducted by a local agency, although the program does not certify personnel to carry firearms or make arrests. Other options to assist these institutions would be the development of statewide employment policies and procedures and/or contracts to serve as recommended models for an institution in its security force development. Florida campus security representatives have supported the need for standards of employment and training for non-sworn security personnel.

Recommendation:

8. **The Florida Department of Law Enforcement (FDLE) and campus police and security representatives of the state's postsecondary institutions should establish statewide minimum standards for the employment and training of campus security officers for Florida community colleges and independent**

institutions that do not utilize sworn police officers. These standards should be coordinated with the training that is provided for sworn police.

The Commission received considerable testimony regarding the shortage of security personnel on many of the state's campuses. As stated previously, the complexity of today's campus environment and the increasingly diverse student population have heightened the need for the services of a well-trained police force. Barring a security crisis, the funding of security services has historically held a low priority in campus budgeting and resource allocation. The lack of sufficient financial resources at many of the institutions is also reflected in insufficient continuing education programs for line officers and professional opportunities for supervisory personnel.

Security administrators at all of the Florida campuses visited by the consultants feel that they need additional personnel. At certain institutions, personnel shortages are so acute that basic patrol service with a backup officer can not be provided at all hours of the day. A number of institutions nationwide have supplemented their campus security force by hiring students for certain non-police duties. Students who are interested in law enforcement and are trained can provide needed support in many aspects of an institution's security coverage.

At all of the institutions visited, it was evident that construction of new facilities on the campuses had not been matched by proportionate increases in security budgets and staffing. Security services are rarely, if ever, considered as a factor in budgeting for new construction. As a result, security operations on many campuses have been stretched to the point of a reduction of services and coverage on many of the growth campuses.

Recommendation:

9. **The need for statewide minimum staffing levels for campus security coverage should be reviewed by campus police/security representatives of the state's public and independent postsecondary institutions.** The Florida Department of Law Enforcement (FDLE), as well as the SUSIPDC and FACSSA, should be involved in this process. In this review, the following factors should be considered: institution size and location, the frequency and type of crimes reported on and adjacent to campus, and the availability of police services in the area. Planning methods should also be developed that take into account increased security needs when physical facilities and campus programs are expanded.

Institution Administration

Every educational institution has a crucial responsibility to provide a reasonably secure campus for its students and employees. In addition to the legal liability for personal injury that has been established and upheld by the judiciary, institutions are now held accountable by students, parents and

lawmakers for a high standard of safety. There is an expectation, and often a demand for assurances, that an institution will provide a safe, secure campus environment.

A secure campus is one where programs, services, personnel and other institutional resources are systematically coordinated to maintain the safety of the campus community. Institutions with effective security measures take a proactive approach through the anticipation and reduction of opportunities for crime to occur. Such approaches address three areas: (1) official published information on security policies and risks and safety precautions; (2) programs of education/awareness aimed at the potential victim: students, employees and visitors; and (3) the security of facilities, through improved locks, lighting and building entry.

All members of the campus community should receive specific, accurate and thorough printed information on campus security risks and enforcement procedures. This need parallels the legal obligation of the institution to provide such information through open dissemination and in a timely manner. As stated in a previous section, security policies and safety precautions can be disseminated through official campus orientation programs and continued throughout the year through campus-wide education/awareness programs.

Recommendation:

10. All postsecondary institutions should establish a communications process that enables administrators to inform all members of the campus community about security policies, procedures and precautions, and to receive feedback on these efforts.

In the existing litigious climate, proactive institutions operate in a "risk management" mode concerning campus security. The risk of liability may be reduced through the development of any procedure or program that anticipates, monitors or prevents a potential breach of security. The courts examine and are responsive to such activities.

Federal, state and campus law enforcement personnel agree that since the 1960s there has been a steady increase in the amount of campus crime and in the violent nature of the criminal incidents. Research by the Commission's consultant found that students commit approximately 90 percent of all campus crimes (about 50 percent of all crimes of personal violence). In the past decade, the expansion of higher education has led to an extremely diverse student clientele on many of Florida's campuses. There is no longer a traditional, homogeneous student population who enter college at 18 and leave the institution after four years. Currently, students of all ages and backgrounds enroll in colleges every semester of the academic year. The Commission received testimony on the increasing need for all postsecondary institutions to institute precautionary measures in their admissions process in order to identify and evaluate a criminal/judicial record of an applicant for admissions. These review procedures should also be included in the employment application procedures for faculty and staff positions.

Procedures at one of the state universities visited is illustrative of such a process. At this institution, students are asked on the applications materials if they have a criminal record. If an applicant answers "yes," an admissions committee that includes the Vice President for Student Affairs meets with the applicant and reviews the record to determine whether admission to the institution is appropriate. In this process, a false "no," if later detected, is grounds for dismissal for violation of the student conduct code.

Recommendation:

11. **The admissions process at the state's postsecondary institutions should include procedures that require applicants for admission to reveal their criminal/judicial record.** Every institution should have an administrative procedure to review this information. Such procedures should also be a part of the institution's employment application process for faculty and staff positions.

Efforts to strengthen campus security can be made by restricting and monitoring access to campus grounds. The lay-out of some campuses make it feasible to monitor traffic entering the campus or to physically restrict specific areas considered to pose security risks. Campus visits by the Commission's consultants confirmed the diversity of campus physical plants. Decisions whether to restrict access should occur following a comprehensive review of the campus milieu. Such a review should take into consideration the size and physical lay-out of the campus, the security risks that exist in surrounding neighborhoods, and the degree of risk posed by the presence of visitors on the campus.

The 1989 Florida Postsecondary Education Security Information Act requires that each mandated institution conduct an annual assessment of physical plant safety. Such an assessment should include a comprehensive review of the physical plant, residence hall and/or building utilization and security, student lifestyles and campus traffic patterns, key policies, campus lighting and surrounding community crime data.

Recommendation:

12. **Every Florida postsecondary institution should conduct a comprehensive security analysis of its campus environment to evaluate security procedures and programs, identify concerns and recommend enhancements.** Such a risk analysis should occur annually, and should include student involvement, as well as participation from faculty and all levels of staff. A follow-up mechanism should be established to ensure continuing action on items identified.

Regardless of whether or not there is an attorney on the staff of the institution, administrators and faculty must increase their knowledge and understanding of the legal issues of campus security. Awareness of new legislation and court decisions will enable campus administrators to keep colleagues and students aware of legal standards so that the security of the campus will strike a reasonable balance and will be within appropriate legal

parameters. There are two ongoing professional conferences on legal issues in higher education in this region, one sponsored by the Stetson University College of Law and one sponsored by the University of Georgia Institute of Higher Education. Both annual conferences provide participants with legal updates on emerging campus issues and current court decisions.

Recommendation:

13. Florida postsecondary institutions should provide to their administrators, faculty and student affairs staff regular briefings on current issues of and legal guidelines for campus security.

Student Life

Residential facilities have been the site of many of the more tragic incidents of campus violence, and are also the site of most campus thefts of significant value. Campus interviews and public testimony have revealed that, on a residential campus, providing a safe living environment has become a fundamental institutional obligation that students, parents and the courts take very seriously. It is also known that, when established security policies are in place and are followed, residence halls can be expected to offer a higher level of security than private, off-campus housing. Thus, the availability of residence hall facilities becomes, itself, a security issue. Several of the larger institutions visited by the consultant team reported that they turn away up to 2000 students who desire campus housing each year.

It must be noted that residence hall breaches of security are, often times, caused by student apathy and irresponsibility. A recurring problem for campus administrators is the lackadaisical attitude that many students exhibit toward security, especially at institutions located away from large urban areas.

Freedom of movement and convenience are often afforded a much higher priority than adherence to security measures. As a result, individual room doors are left unlocked, and corridor entrance doors are propped open which allows strangers to roam unescorted and unchallenged. This behavior, verified at many of the Florida institutions, has been identified as a national problem. These factors, combined with the large number of entrances and exits found in a typical residence hall, make it both difficult and costly to implement an effective security system.

Campus security personnel report that a serious security breach occurs when outside doors are propped open. Propped doors can be combatted in three ways: (1) by making the behavior a serious disciplinary offense with a severe sanction, (2) the installation of prop alarms, and (3) by providing regular security patrols to check for "compromised" doors. The institutions visited by the consultants did provide for late-hour locking of exterior residence hall doors and, except at one institution, provided for at least some regular security patrols during the night. Most institutions, however, do not deal sternly with students who are apprehended propping open a locked exterior door. Several of the institutions have not designated such behavior as a disciplinary offense (a necessary prerequisite reported that punishment or

suspension), and students at all institutions reported that residence hall personnel who catch students in the act often simply tell them not to do it again, but do not pursue formal disciplinary action.

Recommendation:

14. **Every postsecondary institution that provides residential living should establish and consistently enforce sanctions for violators of all residence hall security policies, with clear prohibitions against the propping open or tampering of locked doors.** Notice that such behavior is a serious disciplinary offense should be published in student handbooks and orientation materials, distributed to all campus residents, and posted prominently by all doors. Violators should be strictly disciplined according to the established procedures.

As stated by the Commission's consultant, an institution's environment must include student conduct codes that prohibit and punish dangerous behavior by fellow students. During campus visits, a wide variation was found in student discipline codes and practices for criminal offenses by students. At one institution visited, it was acknowledged that students were almost never suspended for any offense, that the institution was reluctant to employ serious sanctions, and that there was no public dissemination of disciplinary outcomes.

As with crime and violence in society in general, it is true that alcohol and drug abuse have a high positive correlation with campus crime and violence, both by students and nonstudents. Likewise, a campus environment that actively discourages such abuse and has established policies and procedures to enforce these state and federal laws, can be expected to be a safer campus. During the campus visits, one institution acknowledged that it did not usually enforce marijuana possession laws, while other institutions reported strict enforcement of alcohol and drug laws with criminal prosecutions of public drunkenness and other offenses under state law.

Recommendation:

15. **State postsecondary institutions should review their student conduct codes and disciplinary procedures to confirm that they sufficiently support state criminal laws on their campus and provide for a safe campus environment.** The codes and procedures should be well-publicized, consistently followed, and should be reviewed annually by campus security personnel, student affairs staff and student leadership.

There are inherent campus safety and security problems that must be continually addressed through ongoing and coordinated plans, procedures and programs. Institutions are now forced to continually reassess the safety/security risks of student programs and activities and balance the risks against the benefits to the student. Students and their campus organizations are increasingly being asked to become involved in this process, including the analyses of problems and the selection of preventive solutions.

The Commission strongly believes that the campus community is, foremost, the students and that students have a vested interest in their own safety and living environment. An effective crime prevention program should make extensive use of existing student resources on the campus, including student and residential government associations, crime watch initiatives, escort services and student volunteers. An ongoing and creative publicity campaign developed cooperatively by students and security staff can focus the attention of students on foreseeable dangers and personal security measures.

Recommendations:

16. **To increase the likelihood of student cooperation in campus security policies and procedures, campus administrators should provide students with opportunities for involvement in decisions that affect their safety and security.** Institutions should involve students directly in planning, coordinating and carrying out campus security audits, education/awareness and crime prevention programs. Students can be recruited from student and residential government associations, academic organizations, interest clubs, Greek organizations and student volunteers.

17. **Campus police/security representatives of the state's public and independent postsecondary institutions should conduct a review of existing crime prevention and safety awareness programs at the state's campuses to identify programs that are particularly effective.** The recognition of such a review can lead to institution resource sharing, cooperative program efforts and the development of competitive grant awards. The annual meeting of FACSSA would provide an excellent opportunity for recognition of exemplary programs.

Conclusion

The Commission is aware that campus safety and security is, by its nature, complex and multifaceted. The physical setting for each postsecondary institution in our state is very diverse. The risk of becoming a victim of violent crime varies by factors such as the crime rate in the surrounding communities and the physical plant of the campus. In addition, the resources of educational institutions are finite with competing demands upon them. These issues require each institution to apply broad standards to specific and unique campus circumstances. In this regard, a completely secure campus is unrealistic, as no institution, public or private, can be a haven from the ills of society.

Each institution has an obligation, however, to provide personnel, equipment and procedures to make its campus a reasonably secure environment for all members of its community. An effective approach to campus security includes prevention, education and the ability to respond. Students share this responsibility for adequate security and personal safety, as well, as they must continue to be aware of the risk of becoming a victim of a campus crime and they must support and follow established security rules and procedures.

In an educational institution setting, public or private, security is a campus-wide responsibility that demands the cooperation and support of all the campus community's members.

APPENDIX A

Campus Security Questionnaire

9-22-89

POSTSECONDARY EDUCATION PLANNING COMMISSION

CAMPUS SECURITY QUESTIONNAIRE

Institution _____

Respondent_____ **Title** _____

Phone _____

1. How is security handled on your campus?
(Check all that apply)

		FTE	Headcount
a.	____Professional Police Force	_____	_____
b.	____Private Security Guards	_____	_____
c.	____Para-professional Staff	_____	_____
d.	____Other. Please specify: _____	_____	_____

e. Please attach any additional information available on how your institution's security/policy organization is staffed to provide adequate security on campus. Include information on educational/ training requirements and duties, responsibilities and authority of personnel staffing the organization.

2. Total enrollment Fall 1989: _____ Headcount

3. How many students reside on campus? _____

YES/NO (Circle One) If you have dormitories answer questions 4-10. If not, go on to question 11.

4. Y N Do dormitories have security trained personnel stationed at the entrance on a 24-hour basis? If **No**, during what hours are such personnel on duty? _____

5. Y N Is a registration log kept of non-resident guests entering the dorm?

6. Y N Do all outside access dormitory doors lock automatically?

7. Y N Do outside access dormitory doors have electronic alarms to warn of propped doors?

8. Y N Do police, security, or other personnel enter and patrol hallways of dormitories? If **Yes**, specify type of personnel:
_____
_____

9. Y N Are single sex dormitories available to any students desiring them?

10. Y N Can a student get another room or roommate if their roommate is using illegal drugs in the dorm room? If **Yes**, how long would this normally take? _____

11. Y N Do police and security personnel conduct regular foot patrols of the campus?

12. Y N Does Admissions Application ask about any prior felony convictions? If **Yes**, how is this information used? _____
_____

13. Y N Do you maintain campus crime statistics? If **Yes**:

Y N a. Are these available to students and other interested persons?
____ published ____ on request _____other (specify)_____

Y N b. Are these statistics consistent with Uniform Crime Report (UCR) specifications?

14. What sanctions are imposed for illegal drug use on campus? **(check all that apply and circle the sanction most frequently used)**:

a. ____Expulsion
b. ____Suspension
c. ____Fines
d. ____Counseling
e. ____Community Service
f. ____Other (please specify) _____

15. Which of the following services are available to students after dark? **(check all that apply)**

a. ____Student escorts
b. ____Campus transportation
c. ____Emergency phones
d. ____Lighted parking
e. ____Lighted pathways
f. ____Other (please specify) _____

16. Please provide information on the following areas for which institutional policies and procedures have been adopted **(check all that apply and attach copies where available)**:

a. ____Campus security
b. ____Alcohol/drug abuse
c. ____Sexual assault
d. ____Student Medical Withdrawal
e. ____Other related areas (please specify) _____
_____

17. Are there institutional programs or strategies which have been particularly effective in enhancing campus security? Please list and provide a description or the name of a contact person.
_____
_____
_____.

18. Please provide any comments or suggestions regarding campus security which should be considered at the state level.

_____

_____

_____

_____.

Thank you for your assistance. Please return by **October 18, 1989**, to:

Dr. Patrick Dallet
POSTSECONDARY EDUCATION PLANNING COMMISSION
Florida Education Center
Tallahassee, Florida 32399
(904) 488-7894

APPENDIX B

ACE Resource Document: Achieving Reasonable Campus Security

Self-Regulation Initiatives: Resource Documents for Colleges and Universities

No. 2
December, 1985

Achieving Reasonable Campus Security

This statement was developed by the ACE Advisory Committee on Self-Regulation Initiatives and endorsed at its October, 1985 meeting. The Executive Committee of the American College Personnel Association also endorsed the document in July, 1985. ACE Board Chair Phillip H. Jordan, Jr., President Kenyon College; ACE President Robert H. Atwell.

There is ample evidence today of increasing violent crime on the nation's campuses. Students, faculty, and staff alike have been victims. The processes of discovering and transmitting knowledge may also suffer if, in response to this crisis, academic traditions of free movement and access are restricted. On the one hand, institutions need to make their campuses reasonably secure places for all members of their community. On the other hand, there are demonstrable tensions between an ideal academic environment and a completely secure campus. It is essential to work for an equitable balance between an open environment where academic inquiry can thrive and a safe environment where inquirers can feel secure. The concepts of reasonable security and of administrative responsibility provide direction in achieving this balance.

The Concept of Reasonable Security

Each institution should review periodically its efforts to make its campus a reasonably secure place for all members of its community. It should marshal those forces within its control so as to provide that its students and employees are able to enjoy on campus at least that average degree of security enjoyed by similarly situated citizens of the surrounding community. The concept of "reasonable security" recognizes that there are demonstrable tensions between an ideal academic environment and a secure campus. The concept also recognizes that the risk of becoming a campus victim of violent crime must vary by factors such as the crime rate in the surrounding community.

Administrative Responsibility

Administrative responsibility for campus security should be assigned to specific officials. Each institution should also designate responsible individuals to be on call to respond to security emergencies. Responsibility for the campus security system includes the need to ensure the following:

1) Security needs are taken into account in the design, maintenance and operation of the institution's buildings, grounds, and equipment;
2) students and other members of the institutional community are adequately informed about security risks and procedures;
3) security personnel are adequately screened, trained, equipped, and supervised by the institution or its contractor;
4) the number of security personnel utilized is adequate to perform the functions assigned to the department. If no security personnel are utilized, the campus should be made reasonably secure by other means.
5) data regarding security incidents are collected and receive periodic administrative review.

Suggested Practices

The suggestions which follow enumerate some specific steps institutions can take to minimize the likelihood of violent crime. The rich diversity of the nation's institutions of higher education works against any simple or complete enumeration. Urban and rural institutions usually enjoy quite different situations respecting the prospects of violent crime, as is also often the case with residential and commuting campuses. Each institution will naturally assess its needs in light of its unique circumstances, characteristics, and resources. The suggested practices should be adopted and adapted as appropriate.

I. Instructing Campus Community about Security Procedures

1) Each institution should provide all campus members information about security risks and precautions applicable to areas of the campus they may frequent.

2) Each institution should inform all members of the campus community about procedures for summoning aid in the event of a security emergency.

3) The campus community should be informed of the importance of reporting all criminal incidents immediately.

It may be appropriate to disseminate security information that is tailored to the activities of specific sub-groups of the campus community, such as commuting students, resident students, and night-shift employees.

II. Grounds Security and Access

With careful attention to the primacy of educational values, institutions should consider whether it is feasible and advisable to restrict or monitor access of uninvited visitors to their campus. Such a determination should take into account the degree of any security risk posed by the presence of visitors on the campus. The size and physical lay-out of the campus and the extent to which institutional activities draw large numbers of outside visitors should also be considered. Decisions whether to restrict access to campus buildings by visitors or to monitor such access should take into account the security risks existing in the neighborhood of the building, the effect of restriction on the academic value of the facility, the physical lay-out of the building, the hours during which significant numbers of campus community members are present in the building, and the degree to which permitting outsiders access to such buildings furthers institutional interests.

The great majority of campuses are not surrounded by a fence or wall designed to keep the outside world from entering. In general, creating higher education campuses with security barriers is incompatible with their educational function. However, some enhancements of campus security can be achieved by restricting and monitoring access to campus grounds. For instance, the lay-out of an institution may make it feasible to monitor traffic entering the campus, or to fence specific areas considered to pose substantial security risks.

1) Grounds Maintenance. Each institution should periodically examine its grounds-keeping standards from a security point of view. It should evaluate building entrances, parking areas, outdoor communication facilities and major campus pathways with respect to plant growth and debris that may materially detract from security.

2) Adequacy of Outdoor Lighting.

a) Each institution should periodically review the adequacy of its outdoor campus lighting from a security point of view.

b) All authorized entrances to student housing buildings should be sufficiently illuminated after dusk to permit observation of persons loitering in the vicinity. Lighting should be distributed about the rest of the campus to cover building entrances, pathways, parking facilities, and other open areas where students must travel after dusk.

c) Each institution should systematically monitor the operation of outdoor lighting. The light-monitoring system should include a program to replace defective or burnt-out lights as soon as practicable after being reported.

3) Master-Key Control. Each institution should maintain and document adequate procedures to ensure that access to master keys is restricted. Master keys should be issued only in circumstances of clearly defined need.

4) Escort Service. An institution whose campus consists of grounds as well as buildings should consider having an escort or shuttle service as necessary. Students should be warned against walking in risky areas alone after dark and should be informed of the availability of the escort service.

III. Supervision in Student Housing

Many institutions use non-students or graduate students to supervise undergraduate housing, often in conjunction with specially selected undergraduates. Where undergraduates are the sole supervisory presence, they should be upperclassmen in good academic standing and should be screened for maturity and judgment. Student housing supervisors should be recognized as an integral part of a campus' security system and trained accordingly.

1) An institution offering on- or off-campus housing to undergraduates should provide some form of supervision within student housing on matters affecting the security of the residents.

2) Each institution should recognize the extent student-housing supervisors are in fact responsible for safeguarding security in student housing and should provide them with training commensurate with such responsibility.

3) Individual institutions with resident students should assess the feasibility and desirability of having and enforcing rules restricting the access of non-residents to student housing.

4) An institution with resident students should make reasonable efforts to ensure that all resident students are adequately informed about security procedures and rules applicable to their residence halls and that each resident student is instructed how to react and how to seek aid if an unauthorized persons obtain access to student housing.

IV. Training Security Officers

1) An institution that maintains or contracts for a security force should provide that its officers receive training commensurate with their functions and such training should be maintained on a current basis.

2) An institution maintaining a security force should have procedures for disciplining officers who fail to perform their duties.

3) An institution contracting for security personnel should have documented procedures for communicating complaints about the performance of officers to the contractor.

V. Campus Law Enforcement

1) An institution should have an established pattern of communications and relations with the local police. It may be advisable to develop a formal agreement with the local police department, spelling out the respective jurisdictions of each and the circumstances in which they are to assist on security matters.

2) An institution that does not have security officers with the authority to make criminal arrests should establish a rapid and effective means of communicating security emergencies to local police or other back-up security personnel with arrest powers.

3) If security officers are authorized to carry guns or chemical restraints, the institution should establish that:

a) weapons are carried only by officers satisfying legal requirements,

b) officers' qualifications for carrying such weapons are reviewed periodically,

c) strictly enforced procedures govern the securing of such weapons when officers are off duty, and

d) a clear written policy governs the use of such weapons.

4) An institution may employ students in part-time security patrol jobs whereby such students are supervised by responsible members of the security department. Students employed in such jobs should be instructed not to engage in confrontation with anyone they suspect of wrong-doing; a security officer or the local police should be summoned.

5) An institution sponsoring special events, such that it can reasonably anticipate that its regular security force will not be adequate, should retain supplemental security service. The institution should define the duties of such personnel so that all necessary security functions are covered.

Additional Resources

Departmental Self-Study: A Guide for Campus Law Enforcement Administrators. Max Bromley and Leonard Territo. Hartford: International Association of Campus Law Enforcement Administrators, 1984.

Report on Current Security Practices and Policies Among AICUM Institutions. The Community Security Standards Committee. Association of Independent Colleges and Universities in Massachusetts. 1984. The AICUM report served as the origin of this Resource Document; portions of the AICUM report are incorporated herein.

This statement is the second in the series "Resource Documents" designed to complement the Self-Regulation "Guidelines" series. Statements in the "Resource Documents" series are constructed to provide self-regulatory assistance on various issues of differing institutional concern and commonality. Documents in this series, as with those in the broader-based "Guidelines" series, provide suggestions of good practice which can be adapted to the specific circumstances of each college and university.

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For further information, contact John B. Bennett, Director, Office on Self-Regulation Initiatives (202) 939-9412. Additional copies of this statement may be obtained upon request. Please include a self-addressed, stamped envelope.

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APPENDIX C

Postsecondary Institution
Checklist for Campus Security

CHECKLIST FOR CAMPUS SECURITY

Campus Environment

I. Crime Data Concerning Students (on-campus and off-campus)

A. Public access to data is convenient and well-publicized.
B. Crime data, campus precautions and safety tips are discussed during student orientation programs.

II. Annual Campus Security Analysis

* Includes a review of campus buildings, grounds and environment, and security policies and programs.

III. Building Security

A. Master key control
B. Policies for access by employees and by visitors.
C. Campus security patrols
D. Well-publicized emergency procedures

IV. Grounds

A. Campus lighting - related to student traffic patterns
B. Parking lot security
C. Emergency phone system
D. Shrubbery - regular pruning

V. Special Events

A. Planning and coordination of security (sporting events, concerts, speakers, etc.)

Student Life

I. Formal Administrative Process to Screen Criminal Record of Applicants.

II. Security Policies and Planning

A. Include student perspective in all policies and planning.
   * Establish a standing institution committee on campus security, including representatives from students, staff and security personnel.

B. Cooperative crime prevention programs (property identification, bicycle safety, auto registration, alcohol abuse, rape awareness, etc.)
C. Provide regular briefings to administrators, faculty and staff on current issues of and legal guidelines for campus security.

III. Residence Hall Security

A. Well-publicized policies that are endorsed by residents
B. Consistent, strict enforcement procedures
C. Student staff
    1. Thorough and ongoing training
    2. Clear enforcement role

D. Visitation policies that are well-publicized and strictly enforced, particularly for non-students.
E. Escort service
F. A room contract that includes all security policies, as well as disciplinary procedures and sanctions.
G. Ongoing crime awareness and prevention programs.

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Smith, Michael Clay, and Margaret D. Smith. **Wide Awake: A Student's Guide to Coping With Campus Crime** (Princeton: Peterson's 1990).

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"**Crime on Campus: Institutional Tort Liability for the Criminal Acts of Third Parties**," (National Association of College and University Attorneys, One Dupont Circle, Suite 620, Washington, DC 20036, 1988).

"**Manual for Accreditation of Law Enforcement Agencies**," (Fairfax, VA: Commission for Accreditation of Law Enforcement Agencies).

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"**Report on Current Security Practices and Policies Among AICUM Institutions**," (Boston: Association of Independent Colleges and Universities of Massachusetts, 1984).

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"**The Campus Law Enforcement Journal**," International Association of Campus Law Enforcement Administrators, 683 Prospect Avenue, Hartford, CT 06105.

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"**The College Student and the Courts**," College Administration Publications, Inc., P.O. 8492, Asheville, NC 28814.

"**Police Chief**," International Association of Chiefs of Police, Inc., P.O. Box 6010, Gaithersburg, MD 20878.